

## Chapter 2

# National Program Structure and Components

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## INTRODUCTION

The national 5 A Day Program partnership has a vision for modifying national dietary behavior by capitalizing on the scientific credibility of the National Cancer Institute (NCI) and on the ability of the vegetable and fruit industry to reach the entire U.S. population. Development of a national partnership between NCI and the industry was made possible by the formation in late 1991 of the Produce for Better Health Foundation (PBH), a nonprofit consumer education organization that represents the highly diverse vegetable and fruit industry. The 5 A Day Program is the first large-scale collaboration of the vegetable and fruit industry with a health partner for a common proactive objective that promotes fresh, frozen, canned, and dried products. The prototype California 5 a Day Campaign had demonstrated the feasibility of a State health agency's working in partnership with agricultural boards and commissions, branded vegetable and fruit companies, and supermarkets to deliver large-scale messages with modest government resources. It also demonstrated the existence of substantial interest in participation by States and industry groups

outside of California. With the formation of PBH, it became feasible to elevate the partnership to a national level.

In part, the national 5 A Day Program structure was dictated by the Program's origin, the California 5 a Day Campaign (Foerster et al., 1995), although structures of other programs, such as Project LEAN (Low-Fat Eating for America Now) (Samuels, 1993), also were examined. The California prototype program had registered its logo as a service-mark (trademark) to protect the integrity of the program. To enable development of the national program, the California Department of Health Services signed a memorandum of understanding with NCI, transferring responsibility for the service-mark to NCI. It was this initial, sentinel agreement that paved the way for the written agreements between PBH and NCI.

To establish the program, agreements about how it would operate were made between NCI and PBH, and a national structure was designed that integrated the industry and public health agencies at the State and local levels. The basic agreements are a memorandum of understanding

between NCI and PBH, a license agreement between NCI and PBH, and license agreements between PBH and its industry members (see Chapter 5 and Appendix A-1 for a copy of the industry license agreement) and NCI and State health agencies (see Appendix A-2 for a copy of the NCI and health authority license agreement). The legally binding licensing agreements, with corresponding criteria and guidelines for logo use, have kept all partners adhering to the same goals and objectives when utilizing the 5 A Day message. The service-marked logo with license agreements has been the sole monitoring tool available and has been the key element in keeping all partners united under one program. This is particularly important in working with industry when, invariably, there arise differences of opinion on how to promote vegetables and fruit for healthy lifestyles. This chapter describes the structure and components of the national program.

### MULTILEVEL PUBLIC/PRIVATE PARTNERSHIP STRUCTURE

The 5 A Day Program was founded on the idea of a collaborative promotion by the entire vegetable and fruit industry, with scientific support from its Government partners. The organizational structure of the multilevel public/private partnership—whereby public and private sectors work together at the national, State, and local levels—is shown in Figure 1. NCI and PBH are the main national partner organizations. They collaborate with several other national governmental agencies with similar goals and objectives and with professional organizations in the public and private sectors. Together, NCI and PBH provide nationwide leadership, an infrastructure, and a template for action transferable to State and local levels. In this national public/private partnership between the Federal Government and the vegetable and fruit industry, NCI granted PBH a license for overseeing the industry's 5 A Day activities, including industry participants' use of the 5 A Day for Better Health logo and related program materials. The Program is strengthened by the scientific credibility of NCI and the State health agencies. NCI licenses all

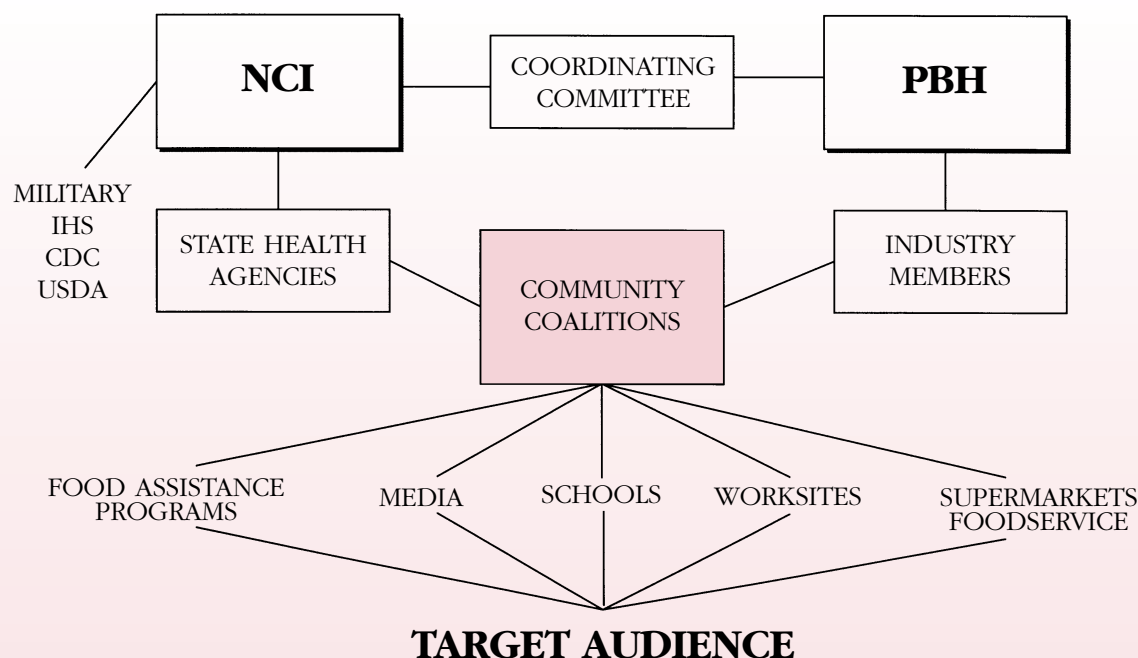
State and territorial health departments to use the 5 A Day logo and message. PBH licenses industry and private-sector partners to do the same. The State health authorities and organizations and the local-level industry participants work together via community coalitions to bring the 5 A Day message and programs to targeted populations in a variety of settings.

As national partners, NCI and PBH conduct periodic strategic planning meetings involving PBH board members and NCI staff. Strategic planning provides an opportunity to analyze achievements over time, review campaign missions and values, and assess internal and external issues likely to affect those missions. Strategic planning also provides a forum for developing a basic level of trust among partners and for building on that trust in a positive way.

Early in the formation of the public-private partnership, it became necessary to create a scientific advisory committee (SAC) of community nutrition professionals and an NCI/PBH coordinating committee to help advise and guide the program. In guiding science policy and guidelines development, the SAC was helpful in the formative stages of Program planning. Once the science policy and Program guidelines were in place, it was determined that the SAC would work more effectively on an ad hoc basis. The NCI/PBH coordinating committee, however, has a continuing function: to coordinate the activities of the Program by establishing and monitoring the Program operating procedures and by clarifying responsibilities between NCI and PBH. The coordinating committee serves as the major decisionmaking body of the national program, except on issues regarding the Program's scientific integrity and the nutritional accuracy of the messages. These decisions are under NCI's purview, as stated in the NCI/PBH memorandum of understanding.

The coordinating committee membership consists of three members from PBH (the chair and the secretary/treasurer of the Foundation board of directors and the president of PBH) and three members from NCI (the program director, a senior nutrition scientist, and the director of communications). The coordinating committee meets at least semiannually to address the Program's business and to monitor the strategic plans.

Figure 1. 5 A Day Program Public/Private Partnership



## NATIONAL-LEVEL 5 A DAY RESOURCES

### National Cancer Institute

In 1991, as part of the original NCI 5 A Day concept approval process, a 5-year, \$27 million budget was approved for 1992-1997. This budget plan included \$16 million for 5 A Day diet and behavioral change research, \$5 million for media/communications, and \$6 million to support program activities, such as State health agency research, via an interagency agreement with the Centers for Disease Control and Prevention (CDC), and program evaluation. Table 1 shows the actual expenditures of the NCI (Federal Government) for the fiscal years 1992-1999 in the major budget categories. Administrative costs are not included in this chart. As an example, in 1999 approximately \$700,000 was estimated for administrative operating costs, which included staff salaries, travel, professional services contracts, printing costs, equipment, and meeting support.

Even though the original 5-year, \$27 million budget was allocated and spent, the diet and behavioral change research addressing vegetables and fruit has continued through competitive continuations of the original 5 A Day grants and through dissemination of the 5 A Day behavioral change strategies into new investigator-initiated research. Also, from 1997 to the present, the NCI budget continues to fund 5 A Day communications, State health agency research, and Program evaluation activities.

The NCI does not provide funding to States or territories to disseminate the 5 A Day Program in communities. Each State or territory garners its own funding for community-level 5 A Day initiatives. In 1994 and 1995, CDC allocated grants for a total of approximately \$1 million for State nutrition interventions. Of that total, more than half of the funds went to States for 5 A Day interventions. Although it was a small amount of money, it was very important seed money that helped start many State 5 A Day programs, and it was used primarily for coalition building. NCI and CDC do fund six to eight States annually to evaluate State-generated interventions.

**Table 1. National Cancer Institute 5 A Day Program Expenditures**

<i>Fiscal Year</i>	<i>Nutrition and Behavioral Change Research<sup>1</sup></i>	<i>State Health Agency Research<sup>2</sup></i>	<i>Media</i>	<i>Program Evaluation</i>	<i>Total</i>
1992			\$0.4M		\$0.4M
1993	\$4.0M		\$1.0M		\$5.0M
1994	\$4.0M	\$0.3M	\$1.0M		\$5.3M
1995	\$4.0M	\$0.4M	\$1.0M	\$0.68M	\$6.08M
1996	\$4.0M	\$0.5M	\$1.0M	\$0.66M	\$6.16M
1997	\$2.0M	\$0.55M	\$0.75M	\$0.42M	\$3.72M
1998	\$2.4M	\$0.5M	\$1.5M	\$0.25M	\$4.65M
1999	\$3.3M	\$0.65M	\$1.1M	\$0.15M	\$5.2M

**NOTE:** This budget does not include administrative costs, such as staff salaries, travel, printing, and professional services contracts; decimals are rounded to the nearest hundred.

<sup>1</sup> Reflects funds spent to support 5 A Day community-based research (using RO1 grant mechanism) conducted in specific intervention channels (see Chapters 8 to 11).

<sup>2</sup> Reflects funds spent on State health agency evaluation research of State-generated 5 A Day interventions (via an interagency agreement with CDC).

In terms of staffing, in 1991 the national 5 A Day Program had a Program director and a communications specialist. As of 1999, there were six professional positions working directly on the program, including a Program director, nutrition program manager, State program manager, nutritionist, evaluation specialist, and communications specialist.

## Produce for Better Health Foundation (PBH)

Funding for PBH began in 1991 through the efforts of the Produce Marketing Association (PMA), one of the trade associations for the vegetable and fruit industry. The leadership staff at PMA worked with the Dole Food Company and Sun World International to redirect funds that these companies had provided to PMA for commodity nutrient analysis. These funds were reappropriated as seed funding necessary to begin the Foundation. Once agreement was reached with Dole and Sun World, this money was used to leverage funds from other produce industry members. Once a total of \$200,000 was pledged from the industry, the announcement was made by PMA that PBH would be incorpo-

rated to work with NCI as the industry partner on the national 5 A Day Program. Largely through PMA efforts, more than \$400,000 was raised by the end of 1991.

From 1991 to 1998, the Foundation was housed in the PMA building in Newark, Delaware. PMA provided several in-kind services, including use of office space, phones, desks, financial administration, a distribution center, information systems staff, and a receptionist, and also donated a full-time PMA staff person. PBH purchased computers, and the rest of the money went directly into implementation of the program. Initially, there were two paid staff members at the Foundation. It was not until 1995 that PBH financial reports recorded this in-kind service from PMA. Other organizations offered free advertising space and design expertise, which also were categorized as in-kind services (see Table 2). These figures, however, do not take into account the cost of industry activities to support the 5 A Day Program through various marketing, promotional, and communications efforts.

Between 1991 and 1994, PBH staff worked to implement sound programs. In 1991, the first

**Table 2. Produce for Better Health Foundation (Industry)—Revenues/Expenditures<sup>1</sup> (1991-1999)**

<i>Revenue</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>
Contributions	422	554	699	1,027	1,035	1,137	1,282	1,512	1,226
Contributed Goods and Services					151	358	296	245	265
Licenses	8	39	68	135	133	139	242	180	136
Sales		4	48	25	19	15	8	3	279
Sponsorships/Special Events/Other	2	4	29	4	7	51	199	357	398
<b>Total Revenue</b>	<b>433</b>	<b>601</b>	<b>844</b>	<b>1,191</b>	<b>1,345</b>	<b>1,700</b>	<b>2,027</b>	<b>2,297</b>	<b>2,304</b>
<i>Expenses</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>
Communications		124	314	735	535	325	484	662	731
Retail/Food Service/Education/ Training/Events	57	111	318	186	239	582	801	843	1,172
Research	98	8	59	71	103	107			2
Administration	189	224	241	288	105	92	150	132	135
Development and Membership		20	48	2	308	507	176	152	220
<b>Total Expenses</b>	<b>344</b>	<b>488</b>	<b>979</b>	<b>1,282</b>	<b>1,289</b>	<b>1,613</b>	<b>1,611</b>	<b>1,789</b>	<b>2,260</b>
<b>Net Assets (end of year)</b>	<b>88</b>	<b>113</b>	<b>(135)</b>	<b>(91)</b>	<b>56</b>	<b>87</b>	<b>416</b>	<b>508</b>	<b>44</b>

<sup>1</sup> Figures given in thousands and rounded to the nearest thousand; small discrepancies due to rounding.

major effort licensed the industry partners to use the 5 A Day logo, and attempts were made to encourage retailers to use the 5 A Day materials in supermarkets. By 1992, however, the Foundation's board of directors, frustrated by the lack of national media coverage, wanted PBH to also target the media with a communications program. A comprehensive campaign was undertaken that complemented NCI's efforts (see Chapters 5 and 6). By 1994, the Foundation had a staff of 10, including a president, retail marketing manager, communications manager, membership coordinator, nutrition director, development director, and four support staff. Income increased by 40 percent that year alone. Funds, however, were not raised fast enough to maintain the escalating program, and 1994 ended with no assets remaining for PBH.

Changes were made in 1995 and 1996 to raise more funds and to redirect how funds were spent. NCI had wanted the Foundation to track

the use of the 5 A Day logo by retailers, but this very expensive clipping service—\$70,000 spent in 1994 alone—had to be discontinued. A newsletter to members and health professionals was discontinued, and a public relations firm contract was not renewed. Some staff members were lost to attrition and were not replaced. Many traditional and nontraditional methods of non-profit fundraising were used. The development staff that had been in place was reassigned to other less traditional fundraising efforts in 1995 and 1996. It wasn't until mid-1996 that the original development position was replaced with two professional fund-development staff members. PBH raised enough money by the end of 1997 to hire another public relations firm, take over catalog sales and inventory, expand programs, and move into its own office space the following year. The Foundation had 13 employees at that time.

From the beginning, with limited staff time, there has been a problem with managing program

implementation simultaneously with fund development. Both efforts need to occur with the right amount of balance. An organization needs programs in order to raise funds, but program implementation cannot be done at the expense of raising funds.

## LICENSE AGREEMENTS/ SERVICE-MARKED LOGO

The use of the licensing process and the service-marked (trademarked) logo to enlist participation in a national nutrition campaign is unique to the 5 A Day Program. The 5 A Day service-marked logo and the corresponding licensing agreements and Program guidelines have been essential in conducting a program of 5 A Day's magnitude. The legal documents provide the basic rules and regulations by which all partners must abide when conducting 5 A Day activities. The logo requirements and Program guidelines provide the unwavering framework from which each public- and private-sector partner can create its own signature program. The need for such a point of control and consistency cannot be overemphasized. NCI uses a license agreement to grant participants the permission to use the service-marked 5 A Day logo, slogan, and materials, an approach successfully used in the prototype California program.

### License Agreement

The license agreement serves as a mechanism for NCI to obtain formal commitment to the program from industry and State health agencies. NCI has licensed PBH to sublicense the use of the 5 A Day logo and other materials to industry participants for activities that are designed to be consistent with the Program guidelines. NCI licenses State health agencies; PBH licenses industry members on the State, regional, and local levels. PBH licensees are currently assessed a \$500 fee for participation, whereas NCI health licensees are exempted from any licensing fees. The health agencies can sublicense either coalitions (State or local) or single entities to build a State-level, public/private partnership. In a coalition sublicense agreement, the chair of the coalition or organization represented serves as the sublicensee.

In signing the license agreement, participants agree to comply with the terms and conditions set forth in the *5 A Day for Better Health Program Guidebook* (PBH/NCI, 1994, revised 1999), which contains all Program participation requirements. These include specific participation rules for various types of licensed partners, license agreements, and criteria for promotable recipes and products. (See Appendix A-3 for general guidelines for all participants and Appendix A-4 for guidelines for State health authorities; industry guidelines can be found in Appendix A-5.) Participants are expected to conduct 5 A Day initiatives with other community organizations and industry members and to do so in a manner that presents vegetables and fruit as low-fat foods, increases consumer understanding of diet and health relationships, and helps consumers develop skills to choose a nutritious diet. All these efforts are to be consistent with the *Dietary Guidelines for Americans*, which first appeared in 1980 and is now in its fifth revised edition (U.S. Department of Agriculture/U.S. Department of Health and Human Services (USDA/DHHS), 2000).

### Service-Mark

The 5 A Day logo is registered as a service-mark, a symbol used to identify a specific brand of service. In the 5 A Day Program, the service is health education. Ideas, products, inventions, and services constitute highly valued intellectual properties that serve as the basis of many successful businesses. The legally strong service-mark must successfully identify the brand's products or services in the consumer's mind. Over time and through repetition, consumers come to recognize the symbol without a lengthy explanation about the details of the program or service. The more simple the symbol, the more effective the message because it can be carried in many different forms. The purpose is to have people recognize the source of the service so that they know the quality to expect as a result of past services. To maintain the marketing value and strength of the service-mark and to prevent dilution of its significance, the trademark rights must be enforced (Milgrim, 1999). NCI has the responsibility to legally protect the 5 A Day logo in the case of real or perceived logo infringements, such as putting the logo on food products or dietary supplements that do not meet program



criteria. Most logo infringements are taken care of with a simple cease and desist letter from the NCI National 5 A Day Program Office or from NCI lawyers. Thus far, one case has been referred to the Federal Trade Commission for resolution. In addition, PBH monitors the industry licensees for logo use infractions, and the State health authorities are also vigilant in detecting any misuse of the logo and corresponding program guidelines.

The NCI license agreement is designed to facilitate community-level program implementation while maintaining NCI's role. The license provides for the following: 1) a nonexclusive, nontransferable, royalty-free right to use the Program logo and related materials in promotion of the Program throughout the Nation or a State; 2) the maintenance of a standard of quality through the proper use of the logo and related materials and an agreement to provide evaluation reports and examples of logo use on materials; and 3) methods for termination of the agreement.

The first license provision grants licensees the right to use the service-marked logo, which is the anchor for the health promotion message and is integral to unifying the nationwide program. All licensed participants use the logo to identify their affiliation with NCI and the produce industry's program. For widespread dissemination of the 5 A Day message, licensees are encouraged to use the 5 A Day logo on materials, recipes, and vegetable and fruit products in a manner consistent with the 5 A Day Program guidelines, such as indicating that the products have no added fat or sugar.

The second provision concerns the maintenance of a quality standard as defined by the guidelines on logo use. Constant vigilance on logo use by the vast community of Program participants greatly facilitates NCI's oversight role. Program partners have a vested interest in maintaining the integrity of the logo, because their organization's name is now linked with the logo. Participants are also expected to submit evaluation reports to NCI and to comply with all applicable laws and regulations pertaining to food labeling and health claims.

The third provision provides for the severance of the agreement by NCI for breach of any of its provisions by the licensee or sublicensee. On termination of the agreement, the licensee is required to discontinue all use of the Program logo and materials and to destroy all printed materials bearing the logo and slogan.

All public- and private-sector Program participants are required to sign the license agreement to properly utilize the Program logo and related materials in accordance with, and in the form and manner prescribed in, the guidebook for participation in the 5 A Day Program. This agreement serves as the point of consistency for Program activities.

## Guidelines

The 5 A Day guidebook (PBH/NCI, 1994, revised 1999) contains general rules (see Appendix A-3) that describe the level of expected participation from the private-sector partners and State health authority partners and explain the need for adherence to the Program logo criteria. Other 5 A Day Program guidelines include:

- **Cross-Promotion Guidelines**, which define the criteria for promoting vegetables and fruit with other food group products such as grains, meat, and dairy;
- **Materials Development Guide** (see Appendix A-4, section C), which provides guidance for development of 5 A Day educational materials; and
- **Ancillary Product Guidelines**, which define those products that may be licensed and are integral to publicizing and furthering the goals of the Program but that are not used directly to sell vegetables and fruit, such as storage bags for vegetables and fruit or books for children (see Appendix A-5, section VI).

## Products-Promotable Criteria

The Program's key criteria are those for promotable products, denoting the vegetables and fruit that may carry the 5 A Day logo on packaging, and those for recipes, defining the standard for logo use on recipes. Products-promotable criteria define those vegetable and fruit products that may be promoted with logo use in association with the Program. The 5 A Day Program has elected to maintain fairly stringent criteria concerning which vegetables and fruit may be promoted as exemplary choices. Criteria were developed to reflect the Program's aspirations of modifying consumer behavior and encouraging the vegetable and fruit industry to provide a more supportive environment in which to facilitate that behavior

change. The goals are to 1) change consumer attitudes toward healthier eating by providing innovative ways in which to use the full array of tastes in vegetables and fruit and 2) provide incentives for the private sector to develop more vegetable and fruit products without added fat or sugar.

The following vegetable and fruit products (called promotable products) may carry the 5 A Day logo:

- All fresh vegetables and fruit, with the exception of avocados, coconuts, olives, and nuts;
- All vegetables and fruit processed by drying, freezing, or canning (except avocados, coconuts, olives, and nuts), provided that no fat or sugar (sucrose, glucose, dextrose, fructose, etc.) has been added; and
- All juice products that are 100 percent juice or juice concentrate, without added fat or sugar.

The major rationale for the products-promotable criteria is to keep the 5 A Day Program consistent with the *Healthy People 2000* objectives (DHHS, 1998), the *Dietary Guidelines for Americans* (USDA/DHHS, 2000), and the Food and Drug Administration's food labeling regulations (Nutrition Labeling and Education Act, 1990). When the Program was initiated, the definition of products promotable did not allow for added fat and sugar and was thereby kept simple. The definition provided consumers with easy-to-identify exemplary or ideal choices and promoted vegetables and fruit within the context of a low-fat, high-fiber diet. The strict products-promotable criteria also were meant to provide industry with the motivation to develop more processed vegetable and fruit products without added fat and sugar. Data from national dietary surveys have shown that dietary fat intake remains higher than optimal and that the prevalence of overweight people has increased since 1980 for both sexes and nearly all age and ethnic groups in the United States (DHHS, 1998). Thus, the Program should not be promoting added fat and sugar while the population at large is slow to meet the desired nutrition objectives.

### Recipe Criteria

The 5 A Day recipe criteria set the standard used for all recipes in program activities and materials that promote vegetables and fruit low in fat and cholesterol. The use of whole grains and minimal

use of salt and sugar are strongly suggested. It is also recommended that 5 A Day recipes be simple and fast to prepare and contain readily available, moderately priced ingredients. To carry the 5 A Day logo, recipes must meet the following criteria:

- They must contribute at least one serving of a vegetable or fruit per recipe serving.
- They may not contain more than 30 percent of calories from fat or 3 grams of total fat per 100 grams, more than 10 percent of calories from saturated fat or 1 gram saturated fat per 100 grams, more than 100 milligrams of cholesterol per serving, or more than 480 milligrams of sodium per serving.

For 5 A Day Program recipes and consumer education activities, a serving of vegetables or fruit is defined as a medium-sized piece of fruit,  $\frac{1}{2}$  cup of vegetables and fruit (raw, cooked, canned, or frozen), 1 cup of leafy salad greens,  $\frac{1}{4}$  cup of dried fruit,  $\frac{3}{4}$  cup (6 ounces) of 100 percent vegetable or fruit juice, or  $\frac{1}{2}$  cup of cooked or canned peas or beans (legumes).

The Program logo and corresponding criteria and guidelines have facilitated partnering. Use of the logo ensures consistent execution of the message in all channels by setting standards and establishing agreements with all partners participating in the Program.

## PROGRAM COMPONENTS

The 5 A Day Program disseminated the message and behavioral change activities through four main Program components: media and communications, point-of-sale interventions, community-level programs, and research efforts. Using social marketing techniques and theory-based strategies, the 5 A Day Program and all of its partners worked together to develop, implement, and evaluate a variety of interventions.

### Media and Communications

Media and communication activities play an essential role in the national 5 A Day Program. Building on lessons learned from other community-intervention programs, the 5 A Day communications component uses a theory-driven, social marketing approach based on the Health Communications



Model (Lefebvre et al., 1995). The media component of the Program is implemented in a complementary way at the national level by NCI's Office of Cancer Communications and by PBH. The national media and communications plans, as well as products for key media activities, are disseminated to the 5 A Day State health authorities and industry participants for localization. Disseminating national media and communications plans to community-level public health agencies and industry participants dramatically increases the reach of the messages and leverages other resources for further dissemination.

### Point-of-Sale Interventions

The point-of-sale (supermarkets, food-service operations) intervention channel is a key component of the Program, particularly because of the large industry presence in the Program. Interventions in supermarkets have the potential of reaching consumers in all demographic strata. The State health coalitions have worked with supermarket retailers to conduct supermarket tours and taste tests to attract the attention of consumers and actively engage them in the Program.

### Community-Level Programs

Under the leadership of a coordinator in each State health department, the 5 A Day Program is implemented by using existing public health nutrition funding and voluntary industry in-kind support at the community level, where health authorities and industry licensees conduct 5 A Day events. Most States have developed coalitions involving representatives from the public and private sectors. Examples of coalition members include State departments of health, education, and agriculture (see Chapter 3); cooperative extension services; voluntary agencies; hospitals and cancer centers; food banks; and licensed 5 A Day industry participants. The purposes for collaborating are to reach consumers more effectively, maximize the use of scarce resources, coordinate State and national media efforts, encourage innovation, and create working relationships between the public and private sectors at both the State and local levels.

The Program's community intervention relies on a theoretical foundation of health behavior change, including Social Cognitive Theory,

consumer information processing, the Health Belief Model, social marketing, and the Stages-of-Change Model. These models and theories help guide the State licensees and 5 A Day participating grantees (see Chapters 8 to 11) in the development of activities and materials that should be effective in changing eating behaviors. The focus is on behavioral change—theory-based and interactive activities to build skills for healthy dietary change. Community efforts target a range of ages and population groups through a variety of intervention channels, such as schools, worksites, media, supermarkets, and community organizations. Schools, supermarkets, and worksites are commonly used channels for disseminating 5 A Day activities.

### Research Efforts

The research component is essential for long-term success of the Program. NCI funds university-based research grants in communications and media, program evaluation, and nutrition and behavioral change to increase vegetable and fruit consumption. PBH has funded research grants in evaluations of point-of-sale intervention and media activities (see Chapter 5). The behavioral change research component (detailed in Chapters 8 to 11) consisted of nine community-based research studies funded by NCI in 1993 for 4 years (Havas et al., 1994). The purpose of the grants was to implement and evaluate interventions aimed at increasing vegetable and fruit consumption among specific population segments in specific community channels. Chapter 6 details the ongoing formative and impact evaluation research on media and communications. Program and process evaluation research is conducted to determine Program effectiveness and quality. The entire plan for evaluation of the 5 A Day Program, which capitalized on both qualitative and quantitative methodologies, is addressed in Chapter 7. Evaluation research focused on the national baseline and followup surveys to measure vegetable and fruit consumption and the corresponding psychosocial factors; in addition, a process evaluation was performed for intervention activities by States and the industry. To assess State-generated educational interventions, NCI funded, in cooperation with CDC, several State-level grants to evaluate 5 A Day activities implemented within specific community channels.

## PRODUCE FOR BETTER HEALTH FOUNDATION AND INDUSTRY PARTNERS

The agreement between NCI and PBH calls for NCI to serve as the program's scientific voice to the public, to secure health and Government partners, to conduct evaluation, and to advance intervention research. The role of PBH is to facilitate implementation in the food industry, to work with NCI to develop guidelines and program direction, to ensure that Program standards are maintained by industry partners, and to raise funds within the produce and health-related industries as well as to garner corporate sponsorship. NCI acts as the official health authority for this Program and has licensed PBH to sublicense the use of the 5 A Day logo and related materials to industry participants for activities consistent with the Program guidelines (see the section in this chapter on license agreements). Because NCI is an agency of the U.S. Government, use of the logo and related materials is a privilege that must be exercised in a responsible manner through adherence to the Program's guidelines.

PBH has a structure similar to many other operating foundations. There are staff members and a 70-member board of directors representing the major financial donors to the Foundation. The board of directors elects a chairperson, vice chairperson, and secretary/treasurer. In addition, each PBH board committee (food-service marketing, retail marketing, communications, nominating, and executive) elects a chairperson. The Foundation has licensed approximately 1,000 industry participants, including retailers, growers, shippers, packagers, merchandisers, commodity boards, trade associations, and producers of branded products, to conduct 5 A Day efforts. The retail members represent more than 30,000 supermarkets nationwide. PBH members sign a licensing agreement and pay a nominal annual licensing fee. In return, members are given the right to use the logo and corresponding materials within the specifications and criteria in the 5 A Day Guidebook (PBH/NCI, 1994, revised 1999).

The 5 A Day industry participants agree to conduct three promotional waves per year, and all partners are encouraged to participate. Materials

specific to these promotions are available in advance of each scheduled promotion. In general, artwork and copy for the Program logo, consumer materials, official recipes, and official NCI-approved advertising and promotional copy are made available to members. Directions on the use of these materials are provided to comply with Federal regulations on health messages. PBH maintains regular communications with licensed members.

Because most Americans purchase their food in supermarkets, point-of-sale marketing of vegetables and fruit is a key program element. As part of the licensing agreement, supermarket retailers agree to conduct at least two 5 A Day promotions per year in addition to the National 5 A Day Week, which is held each September. These two promotions should include both large and small in-store signs that include the logo, prominently displayed in the produce department for at least 1 month, coupled with both distribution of consumer education materials and weekly advertising (including broadcast whenever feasible) of the 5 A Day logo. The recommended activities create awareness, motivation, skills development, social support, and food system and environmental support appropriate to the target population and are based on NCI's theoretical behavior change framework for the program (see Chapter 1).

Produce marketers, suppliers, and merchandisers are encouraged to link their products with the program's promotional themes and the activities of other participants, such as with displays, cross-promotions with other food groups, food demonstrations, and videos. Other means of leveraging the 5 A Day message include development and distribution of materials that support retail promotions; Program events sponsored by participating health organizations; public relations and media activities; and participation with other Program participants in cooperative projects, such as recipe development, photography, and market research.

Noncommercial and commercial food-service operators agree to conduct major theme-related program events yearly. These promotions must include use of signs, table tent cards, menu boards, and posters that include the program's logo. Approved messages are to be prominently displayed for at least 2 weeks with concurrent distribution of 5 A Day brochures and advertising. Foods promoted for 5 A Day events must meet

program criteria for promotion (see previous discussion of promotable products and recipe criteria). Use of activities that encourage behavior change is recommended.

## STATE HEALTH AGENCY PARTNERS AND COALITIONS

In 1993, NCI began licensing State and territorial health agencies to coordinate and deliver 5 A Day interventions and activities through multiple community channels. The rationale for involving health authorities at the State and local levels in the national 5 A Day Program is to develop a national network of State and local health organizations that are scientifically credible to consumers. The licensed State health authorities assist NCI in maintaining the scientific integrity of the national program and provide the necessary state-of-the-art, interactive components of successful behavior change interventions at the community level. Health agencies deliver interactive programs and activities that motivate consumers, teach and model the skills necessary to increase vegetable and fruit consumption, and develop both social support and local food system support of dietary changes. An important part of the State health agency partner role is to provide leadership in coordinating industry and health activities at the State and local levels by serving as the first point of contact for other eligible participants within the State, by encouraging cooperative endeavors, and by sublicensing appropriate participants. Health authority partners report program activities to NCI in order to share successful strategies with other States and to contribute to the national 5 A Day knowledge base.

The licensing requirements are aimed at attaining the above functions and at ensuring the proper and legal use of the 5 A Day service-marked materials and logo. The licensing requirements help develop a consistent effort based on scientific principles of behavior change that should produce synergy to promote dietary behavior change (see the section in this chapter on license agreements). Currently, all 50 States, the District of Columbia, and four of the six U.S. territories (American Samoa, Guam, Puerto Rico,

U.S. Virgin Islands) are licensed by the NCI 5 A Day Program. Community efforts to implement the Program at the local level are coordinated primarily by the State and territorial licensees. The 5 A Day theme and social marketing strategies are incorporated into public health nutrition programming in a variety of governmental and non-governmental health organization initiatives. Statewide coalitions, involving both State and industry licensees, are instrumental in introducing 5 A Day into communities. Coalition participants include State and county health agencies, vegetable and fruit industry members, State departments of education and agriculture, cooperative extensions, supplemental food programs, voluntary agencies (e.g., the American Cancer Society and American Heart Association), businesses, media organizations, universities, hospitals and health maintenance organizations, and State dietetic associations. The coalitions conduct a variety of interventions designed to reach Americans, including media campaigns and retail promotions; distribution of vegetable and fruit recipes and tips in supermarkets; and sponsorship of channel-specific education efforts and community events, such as 5 A Day activities in schools, cafeterias, and worksites. Chapter 3 provides more detail on State health agency activities.

## FEDERAL GOVERNMENT AGENCY PARTNERS AND OTHER NATIONAL PARTNERS

The 5 A Day Program has created several partnerships with Federal agencies and national organizations that have similar public health goals and objectives. Because the CDC Division of Nutrition and Physical Activity works closely with State health departments, a partnership was created with CDC to collaborate on State-level 5 A Day activities. NCI and CDC agreed to cooperate to plan and conduct 5 A Day-related training for State health agency professionals, to conduct monthly teleconference calls with all States, to conduct communication and media activities, and to seek funding to support 5 A Day activities in each State. To aid in the evaluation of State-generated 5 A Day interventions, NCI and CDC have

collaborated via an interagency agreement to fund six 5 A Day State evaluation research projects yearly since 1994. The intent is to document the effect of State-generated 5 A Day interventions in specific channels for targeted populations. The evaluation research projects are described more fully in Chapter 7.

In 1996, NCI expanded the 5 A Day licensees to include the health promotion programs of the U.S. uniformed services (Air Force, Army, Coast Guard, Marines, Navy) and the Indian Health Service. This expansion served the goal of reaching those populations not reached by State and local health agencies. Programming decisions are made by the uniformed services' health promotion programs and the Indian Health Service as to how each will deliver the 5 A Day message to their targeted populations.

In 1997, NCI and USDA's Food and Nutrition Service agreed to collaborate on 5 A Day activities by using the 5 A Day logo in USDA nutrition education materials and communications activities. The agreement set forth the notion of the 5 A Day State health authority coordinators partnering with the USDA's State nutrition contacts, especially at three key times during the year—National 5 A Day Week in September, National School Lunch Week in October, and National Nutrition Month in March—in addition to any other appropriate times. The collaboration of NCI with USDA and its multitude of nutrition programs—including food assistance programs (Special Supplemental Nutrition Program for Women, Infants, and Children, food stamps and the corresponding nutrition education program), nutrition education programs (Expanded Food and Nutrition Education Program, Team Nutrition), and Cooperative Extension Service activities—broadens the reach and influence of the program.

The 5 A Day Program forged an alliance with the American Dietetic Association (ADA) in 1995. ADA is the world's largest organization of food and nutrition professionals, with more than 69,000 members in the United States and other countries. ADA members serve the public by offering prevention and wellness services and medical nutrition therapy in a variety of settings. The 5 A Day alliance with ADA is one that leverages the vast communications and technical resources of a huge professional organization. Information about scientific and nutritional

aspects of vegetable and fruit consumption is provided continually to ADA spokespersons, who in turn share it with influential groups, including media outlets.

The intent of the multiple partnerships with national nutrition and health organizations is to facilitate greater penetration of the 5 A Day message and to combine the limited funding and resources of many organizations to achieve mutual goals. The 5 A Day Program has been assertive in efforts to partner effectively with others and is continually planning for greater involvement by other national disease prevention and health promotion organizations, such as the American Cancer Society and the American Heart Association.

## SUMMARY

The national infrastructure of the 5 A Day Program was designed to forge partnerships with key industry and health authority groups at the national, State, and local levels. The ultimate goal is reaching all Americans with the 5 A Day message. Having a number of well-placed, high-quality partners is a major strength of the Program. The Program's structure leverages the resources of a wide variety of organizations and mobilizes a cadre of motivated professionals already in place at the national, State, and local levels. Public health innovations are easily diffused through this network, with the potential of benefiting each organization's goals and objectives.

The unique structural feature of the 5 A Day Program is an ongoing viable working relationship between NCI and PBH, complete with a strong commitment to strategic planning and open communication between the public and private partners at all levels. It has been demonstrated that the challenges of the public and private sectors working together can be overcome with frequent and open communication.

The service-marked logo, along with corresponding Program guidelines and criteria, is instrumental in establishing the common framework in which the 5 A Day Program is conducted and is central to the power and impact of the Program. Vegetables and fruit are uniformly promoted within the context of a low-fat, high-fiber diet. Uniformity is crucial to maintaining the sci-



entific credibility and, therefore, the value of the Program. The service-marked logo licensing process was essential in keeping the industry program efforts in line with the public health communities' program focus. This licensing process was deemed less essential with the public health partners but nonetheless has been important in holding all partners to the same criteria and standards. The licensing process also has been helpful for the State-level coalitions to define standards of practice.

An unexpected benefit of the public/private partnership has been the parallel sharing of resources. For example, PBH funded the 5 A Day baseline survey when it became apparent that NCI would not be able to conduct the survey in a timely manner. In the media and communications program, NCI has funded most of the formative research and tracking research, and both NCI and PBH fund consumer communications activities. Many of the national communications activities are designed so that the States can localize the media products.

This multilevel, public/private partnership model with the service-marked program logo can be used to plan other public health message programs. For example, an interagency diabetes health campaign and a bone health (osteoporosis) campaign are in the formative stages of planning partnership programs with their respective partners. The experiences of the 5 A Day Program have contributed to the development of new types of partnership programs.

In an era of Government-encouraged partnerships with the private sector, the 5 A Day Program structure is unprecedented in its size and its potential effect on public health programming in the United States. The first 5 years of the Program built the infrastructure with scarce programmatic funding. The challenge now is to garner sufficient funding and to utilize that infrastructure to diffuse not only the 5 A Day message, using state-of-the-science research findings, but also other important nutrition and health messages.

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